
DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Tuesday, 4th April, 2023
at 1.30 pm

MEMBERSHIP

Councillors

B Anderson
C Campbell
C Gruen (Chair)
J McKenna
R Finnigan
K Brooks
H Hayden
A Lamb
E Taylor
J Akhtar
P Carlill

Please do not attend the meeting in person if you have symptoms of Covid-19 and please follow current public health advice to avoid passing the virus onto other people.

Note to observers of the meeting. To remotely observe this meeting, please click on the 'View the Meeting Recording' link which will feature on the meeting's webpage (linked below) ahead of the meeting. The webcast will become available at the commencement of the meeting. <https://democracy.leeds.gov.uk/ieListDocuments.aspx?CIId=450&MIId=11982>

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A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p>	

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.</p>	
5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p>MINUTES</p> <p>To agree the minutes of the last meeting held on the 31st January 2023 as a correct record.</p>	5 – 10
7			<p>TECHNICAL PLANNING GUIDANCE ON CO-LIVING</p> <p>To receive the report of the Chief Planning Officer seeking Members' views on a technical planning guidance note, "Co-living Position Paper", intended to be used to help determine planning applications for co-living developments. This is necessary, in the absence of specific planning policy guidance for this type of development within the adopted Local Plan for Leeds or the National Planning Policy Framework (NPPF).</p>	11 – 26
8			<p>DATE AND TIME OF NEXT MEETING</p> <p>The date and time of the next Development Plans Panel meetings is yet to be confirmed.</p>	

Item No	Ward	Item Not Open		Page No
			<p><u>Third Party Recording</u></p> <p>Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.</p> <p>Use of Recordings by Third Parties– code of practice</p> <ul style="list-style-type: none"> a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title. b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete. <p>We strive to ensure our public committee meetings are inclusive and accessible for all. If you are intending to observe a public meeting in-person, please advise us in advance of any specific access requirements that we need to take into account by email (FacilitiesManagement@leeds.gov.uk). Please state the name, date and start time of the committee meeting you will be observing and include your full name and contact details.</p>	

Third Party Recording

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Use of Recordings by Third Parties– code of practice

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Development Plan Panel

Tuesday, 31st January, 2023

PRESENT: Councillor C Gruen in the Chair

Councillors B Anderson, C Campbell,
J McKenna, K Brooks, H Hayden, J Akhtar
and P Carlill

27 Appeals Against Refusal of Inspection of Documents

There were no appeals.

28 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

29 Late Items

There were no late items.

30 Declaration of Interests

Members did not declare any interests at the meeting.

31 Apologies for Absence

Apologies for absence were received from Cllr A Lamb, Cllr R Finnigan and Cllr E Taylor with Cllr A Maloney substituting for Cllr E Taylor.

32 Minutes

RESOLVED- That the minutes of the Development Plan Panel meeting held on the 1st of November 2022 be approved as an accurate record.

33 Matter Arising

The Head of Strategic Planning and Group Manager for Policy and Plans updated the Panel on the following:

- Site Allocation Plan (SAP) Remittal - In response to a request from the Planning Inspectorate examining the SAP remittal, a site at Barrowby Lane in East Leeds that was initially determined for release for employment use will now remain allocated as green belt land. The consultation period regarding this lands use was closed with 110 response received and once a report is submitted from the Planning Inspectorate to the Council, it can adopt the remitted part of the Site Allocations Plan.
- Local Plan Update 1 (LPU1) initial findings – The formal consultation, closing on the 19th of December 2022, had received 550 representations, over 400 had been submitted online, 90 via email and 45 young person's surveys. While a report detailing the full findings of the consultation will be brought back to the Panel at a later stage, the initial findings from the consultation data outlined the Statement of Community Involvement (SCI) targets had been met for engagement with young people and responses from every Ward

of Leeds, with a 86% positive engagement feedback received. Overall strong support of the proposed policies was noted. A small number of objections raised concerns of the separation of LPU1 and Leeds Local Plan 2040 (LLP2040), viability and feasibility of the industry to respond, seeking further flexibility for carbon targets, further consideration of bird migration routes, Environment Agency request for amendments to the strategic flood risk assessment, clarity regarding food strategies, green space quality for smaller sites, twenty minute neighbourhood methodology, drive thru policy, design policy terminology, building regulations for digital connectivity overtaking LPU1 policy. The next steps will be to continue analysing representations, consideration for updating the evidence base and bringing a full consultation review and potential amendments back to the Panel.

34 Leeds Local Plan - Review 2023

The report of the Chief Planning Officer presented Members with the Leeds Local Plan, setting out the scope for the second review of the Plan, sought to ensure that it is kept up to date and relevant to the needs of the District.

The Team Leader (Sites & Policies), Policy and Plans from City Development, provided the Panel with an overview of the Leeds Local Plan Review, noting, this was the second review of the plan, it is comprised of 228 policies. A review of the policies every 5 years is a legal obligation. The focus of this review was on the Aire Valley Area Action Plan (AVLAAP) and also provides the opportunity to consider any implications in light of changes to National Planning Policy Framework (NPPF) in 2021. Policies from Core Strategy 2014, Natural Resources and Waste DPD 2013 and UDP review 2006 are all included within the review. The review robustly and objectively assesses the necessity of updating each policy, it is not the process of update. An update is already underway through the Local Plan Update (Your Neighbourhood, Your City, Your Planet) and the scoping work on LLP2040. Plans and policies should be relevant and effective within local circumstances and decision making, which is the driving factor when identifying to what extent an update is required, some may only require the updating of terminology. The summary table assists with identifying the policies that have been brought into the scope of the Local Plan Update - 39 policies have been brought into the scope of LPU1 through the drafting of regulation 19 preferred draft new, amended or superseded policies. 40 policies will be retained and reviewed again in 5 years, and 149 are considered in scope of update. The next review was noted as September 2024, subject to the monitoring of the current and proposed consultations on the NPPF.

The following amendments to the figures in the report were outlined to Panel Members:

- Page 13, paragraph 9 – There are 149 policies that fall into the scope for update, not 140.
- Page 24, paragraph 15 – There are 21 AVLAAP policies to be considered for update, not 24.
- Page 24, paragraph 17 – There are 36 policies affected across the rest of the policies reviewed, not 31.
- Page 24, paragraph 18 - Covers a potential total of 128 policies, not 126.
- Page 24, paragraph 19 – There are 36 remaining policies, not 26.

Members discussed the following key matters:

- It was confirmed the specifics of policy areas were not up for the Panel to debate with submission of this report, but to outline what is to be reviewed.

- In response to a question from Members of the Panel it was confirmed that if a consultation response suggests a certain policy should be under review or greater scrutiny, this view will still be considered at the second review stage.

RESOLVED –

- a) That Members comments on the report and the conclusions and recommendations of the 2023 Review of the Local Plan policies (Appendix 1), as per the updated figures provided by officers during the meeting, be noted.
- b) That the Chief Planning officer approval through delegated powers be agreed.
- c) That the online publication of the 2023 review on the council webpages alongside the Local Development Scheme, be agreed.

35 Initial public consultation on the proposed scope of Leeds Local Plan 2040

The report of the Chief Planning Officer informed the Development Plan Panel of consultation material that will be included in an update to the Leeds Local Plan. This is the second Local Plan Update and will be known as LLP2040; updating planning policies that require consideration but are not already a part of LPU1. (Your Neighbourhood, Your City, Your Planet).

A Principal Planner from Policy and Plans outlined that LLP2040 is the name for Local Plan Update 2. Local Authorities are required to assess whether planning policies are in need of updating at least once every five years, a full Local Plan Policy review was published in 2020 and updated in January 2023. LPU1 is to update policies relating to climate change, LLP2040 will look at other topics and needs of planning policy from 2022 to 2040.

The objectives of the LLP2040 were noted as;

- To reflect the character, needs and requirements of the diverse places within the District.
- Evidence shall be based on the most up-to-date data for a wide range of needs.
- To enable the right amount of development, of the right type and quality, to come forward in the right places.
- To streamline and simplify the Local Plan for Leeds, making it easier to use and understand.
- To be consistent with the National Planning Policy Framework and National Planning Practice Guidance.

The consultation was noted to be in its earliest stage and the timetable for the process will be;

- Initial research on scope and main issues.
- Consult on the proposed scope to create a headline list of topics.
- Develop evidence base and policy options, along with the call for sites work.
- Consult on topics, giving weight to evidence and potential options.
- Consult on the publication draft.
- Submission to the Secretary of State.
- Examination in public.
- Adoption of the plan.

The formal regulation 18 consultation period will be from the 10th of February to the 24th of March 2023, initiating the conversation with the public and relevant stakeholders and engaging with communities after the six weeks. The seven broad topic areas proposed as the overview of the potential scope are spatial strategy, housing, economic development, the role of City and local centres, minerals and waste, transport and connectivity and other policy areas. The consultation material

will focus on two key documents, the scoping consultation document and sustainability appraisal scoping report. A summary document, to allow the information to be accessible and inclusive with less planning jargon will be provided, with visually engaging infographics also available. A website has been developed to support the consultation with subpages for each topic and videos explaining proposals; a response survey has been developed with letters and emails also being accepted responses. Initial views or additional suggestions for the topic areas are sought, with the survey being flexible with options for the amount questions to answer. A 'call for sites' online tool will be utilised to enable people to make suggestions of sites that could be considered for land allocation in the event that a need for additional land is evidenced. The overall consultation strategy is to raise awareness of the LLP 2040, and will be undertaken in line with the requirements of the SCI. It will seek views on the scope of LLP 2040 and ask how Leeds should look by 2040, with events proposed at high footfall areas, press releases, social media advertisements and targeted consultation for specific groups, such as younger people.

Members discussed the following key matters:

- It was confirmed that provision of phone numbers, 'pop in' events, summary documents and hard copies kept at Merrion House were in place to alleviate issues regarding accessibility.
- In response to a request from Members, it was agreed that summary versions of LLP2040 should be available in community hubs and libraries to further improve consultation accessibility.
- Consultation responses regarding housing need concerns in a given area will be given full consideration, however the primary driver for evidence-based needs assessment will be identified through the Social Housing Market Assessment (SHMA) which will include over 25,000 household surveys.
- Although green space strategy and provision is not currently within the proposed scope of LLP2040, representations could propose that it should be. It was also noted that all new housing applications will require green space provision.
- The SHMA will assess population growth against housing growth, working with the Housing and Adults Social Care departments, taking Census data into account as it becomes available, amassing locally relevant information.
- A wider scope to incorporate the views of individual charities and stakeholders will provide detailed perspectives; focus groups were proposed to be held.
- Elected Ward Members can provide input as to appropriate locations to conduct face to face public consultation.
- It was confirmed to Panel Members that town and parish councils and neighbourhood plan groups and forums will be formally engaged with which may extend beyond the formal six-week consultation period.
- Once Ward specific issues have been identified, the emergence of bespoke conversations will allow greater depth and consideration of settlement hierarchy, where definitions and terms will be explained as part of the next consultation stage.
- The Local Housing Needs assessment figures had been derived from government set methodology. The decision whether the government's 35% Urban Uplift will be applied in Leeds relies on the consultation results in order to be specific to the city and its large rural areas.
- Accessible language will increase overall engagement with the consultation.
- Firmer policies to protect pedestrians, alongside the Vision Zero 2040, should be included within LPP2040.

- Current housing mix and sustainability policies are not always met, the new proposed policies should enable confidence in their robustness and hold a better defence against viability issues.
- Expanding the consultation methods for the inclusion of younger people needs to be creative, suggestions to join up work with Children's Services and Community Committees were proposed. It was confirmed that contact with schools will be a focus of engagement.
- Council infrastructure will be utilised to provide, flexible, time and budget efficient consultation. Members discussed their role and responsibility for engagement at community focused events.

RESOLVED –

- a) To endorse and recommend to Executive Board the proposed initial scope of the Leeds Local Plan 2040 as follows:
 - Update by deleting, creating or amending policies within the Local Plan for Leeds (namely the Adopted Leeds Core Strategy (amended 2019), the Natural Resources and Waste Local Plan (2013), Aire Valley Leeds Area Action Plan (2017), Site Allocations Plan (2019) and Unitary Development Plan (2006)) that relate to the spatial strategy, housing, economic development, the role of centres, minerals and waste, transport and accessibility and 'other' topics areas (including heritage, landscape, rural development, community facilities, contaminated land and hazardous substances, and open land and green corridors in urban areas)
- b) To recommend to Executive Board that the commencement of consultation on this scope for a period of six weeks using supporting topic papers (appendix 1) and other supporting consultation material be approved.
- c) To recommend to Executive Board that the Sustainability Appraisal Scoping Report (appendix 2) be published for comment as part of the consultation.
- d) To note that a 'Call for Sites' will be undertaken alongside the consultation.

36 Date and Time of Next Meeting

RESOLVED – To note the date and time of the next meeting as Tuesday, 28th February 2023 at 1:30pm.

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Report author: Kathryn Holloway

Tel: 0113 3787645

Technical Planning Guidance on Co-Living

Date: 4th April 2023

Report of: Chief Planning Officer

Report to: Development Plans Panel

What is this report about?

Including how it contributes to the city's and council's ambitions

- This report seeks Members' views on a technical planning guidance note, "Co-living Position Paper", intended to be used to help determine planning applications for co-living developments. This is necessary, in the absence of specific planning policy guidance for this type of development within the adopted Local Plan for Leeds or the National Planning Policy Framework (NPPF).
- Whilst there are a number of emerging formats, "Co-living" can be broadly described as a modern form of communal living, in which residents get a private bedroom in furnished accommodation with shared common areas.
- The technical planning guidance note sets out how existing adopted policy for the delivery of housing accommodation in Leeds will be used to determine planning applications for co-living residential schemes. This will help ensure that Core Strategy objectives that new development should deliver housing growth in sustainable locations, have regard to its impact on the local environment, plan for a sufficient mix, tenure, and type of housing to meet a range of community needs, support the provision of community infrastructure, high quality design and the improved public health and well-being of Leeds' residents are delivered through this type of development.

Recommendations

Members of Development Plan Panel are requested to:

- a) Note and comment on the contents of the report and the draft technical planning guidance note "Co-living Technical Guidance note" at **Appendix 1**
- b) Note that subject to comments received the Chief Planning Officer will approve the technical guidance note for use in the determination of planning applications

Why is the proposal being put forward?

- 1 The "Co-living technical guidance note" at **Appendix 1** will be important to provide clarification and detailed technical guidance on how the local planning authority will determine applications for co-living schemes.

What impact will this proposal have?

- 2 Co-living is a new product within the market, and although there are some operational schemes in London, this is still new to most Core Cities. To date, the product is targeted at the recent graduate market, consultancy-type workers who only need to be in a particular location for a few months, key workers who work in city centres, and also recent incomers to cities who don't necessarily want to rent on their own or know anyone to house share with. The occupancy isn't restricted to particular groups like students or key workers.
- 3 Co-living shared spaces are accessible to all residents and are generally flexible so that they can be used for events and socials, residents can book spaces, use co-working rooms / meeting rooms. Generally, co-living schemes are within town and city centres that are close to employment hubs and concentrations and near to transport networks.
- 4 There is not a dedicated Use Class within the Use Classes Order for co-living. As such, a co-living use is likely to be a sui generis use (without a Use Class) or, in some cases, fall within a C3 dwelling houses (typical residential) use. However, it is important to ensure that the planning policies which secure quality in housing design, affordability, amenity, sustainability, accessibility, health and well-being and community infrastructure apply to co-living as well.
- 5 The "Co-living Technical Guidance Note" at **Appendix 1** sets out how this will operate in detail and will assist those wishing to submit planning applications for development and provide clarity to investors in the City by explaining in more detail how the Council's policies operate.
- 6 The technical guidance note sets out a definition of co-living, the Leeds housing market context, how existing Local Plan policies are expected to be applied and other considerations such as management, tenancies, and monitoring via post-occupancy surveys.
- 7 It is noted that the technical guidance note is interim pending formal policy setting via the Leeds Local Plan 2040 (which is currently at a very early stage of preparation) and will be kept under review and potentially updated as it is implemented.

What consultation and engagement has taken place?

- 8 Members attended a workshop on Co-Living on Thursday 2nd December 2022 where all Plans Panel and Development Plan Panel Members were invited. Members expressed concerns about a number of issues, including: space standards, natural light and amenity, access to services within the accommodation and the health and well-being of residents. The outcome of that meeting was a need for detailed technical guidance to help steer current and future co-living proposals in the pipeline.

- 9 Officers have met with representatives of the development industry to explore the various issues likely to arise in determining planning applications as part of the preparation of this technical guidance note.

What are the resource implications?

- 10 The preparation of the technical guidance note has been met from existing budgets and will lead to a more efficient approach to providing detailed technical guidance to developers.

What are the legal implications?

- 11 The preparation of a Technical guidance note sets out the position of the Local Planning Authority in respect of matters (co-living) which are not currently included within the Adopted Local Plan for Leeds. Whilst the guidance cannot be afforded the same weight as the adopted Local Plan or other documents that have been subject to statutory consultation (e.g. Supplementary Planning Documents) once approved it will provide a clear position as to the approach the Local Planning Authority will take in determining such applications and will be a material consideration in determining planning applications

What are the key risks and how are they being managed?

- 12 There are risks of objections being presented to the local planning authority in the weight to be applied to this technical guidance note as a material consideration. Any objections can be considered as part of the Development Management process and decision taking on individual schemes.

Does this proposal support the council's three Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- 13 The technical guidance note supports all three of the Council's Key Pillars by providing clarity to investors in Leeds about the type of development that will be supported, whilst also ensuring that proposals have regard to their impact on the local environment, plan for a sufficient mix, tenure, and type of housing – including affordable – to meet a range of community needs, support the provision of community infrastructure – including greenspace, high quality design and the improved public health and well-being of Leeds' residents.

Options, timescales and measuring success

What other options were considered?

- 14 The Council considered making an SPD on this topic however the production of a position paper is more resource efficient pending a review of policy through the Leeds Local Plan 2040.

How will success be measured?

- 15 The technical guidance note will help inform development decisions taken by the Local Planning Authority, which are monitored as part of the Authority Monitoring Report. Specific post-occupancy monitoring is recommended so that the Council can understand the lived experiences of residents in this new type of accommodation.

What is the timetable for implementation?

- 16 Subject to DPP comments the technical guidance note will be approved by the Chief Planning Officer pursuant to delegate powers and published on the Council's web-site. It will be considered in the determination of planning applications from the date of approval.

Appendices

Appendix 1: Co-living Technical Guidance note

Background papers

17 None



CO-LIVING

Technical Planning Guidance Note



V. March 2023



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1. Purpose

- 1.1 Co-Living is a relatively new concept of housing, characterised by relatively small individual private units supported by adjacent communal facilities, such as shared kitchens, lounges and amenity spaces. The model is being marketed largely to appeal to younger professionals looking for communal living. Whilst the model shares some similarities to purpose-built student accommodation, it is distinct in planning terms and attracts different end-users.
- 1.2 Neither the National Planning Policy Framework (NPPF), 2021 nor the Leeds Local Plan contain policies which specifically refer to Co-Living. It is recognised that there is currently the potential for an inconsistent approach to Co-Living applications without formal, visible guidance on the issue.
- 1.3 This technical planning guidance note therefore sets out the key issues in considering the acceptability of Co-Living schemes within Leeds and the key Local Plan policies that will be applied to such proposals

This document will be kept under review to reflect on best practice and any changes to evidence and/or national or local policy.



2 What is co-living?

- 2.1 Co-living is not a fixed product but rather a spectrum of different approaches which use the same model of studio units within a wider scheme with a range of amenity/shared facility provision. Designs of different schemes differ with the type and provision of shared amenity spaces distributed differently depending on the operator.
- 2.2 Though there are differences between different types of co-living there are some general characteristics which can point towards a co-living use:
- Purpose-built shared living model aiming to provide a high standard of accommodation
 - Residents have a private room/studio with ensuite within a wider development which includes a range of shared facilities (inc. kitchens, dining rooms, social spaces, workspaces, social spaces etc.)
 - Residents rely on / are actively encouraged to use shared facilities as part of the overall management and shared living approach
 - There's a single management regime and operator, on site concierge/management services, flexible tenancies, all-inclusive rent for utilities and access to services
- 2.3 Co-living is a relatively new product within the housing market, with a limited number of operational schemes. The product is targeted at the recent graduate market, consultancy-type workers who only need to be in a particular location for a few months, key workers, and also recent incomers to cities who don't necessarily want to rent on their own or know anyone to house share with. The occupancy isn't restricted however to particular groups like graduates or key workers.
- 2.4 There is not a dedicated Use Class within the Use Classes Order for co-living. As such, a co-living use is likely to be a *sui generis* use (without a Use Class) or, in some cases, fall within a C3 dwelling houses (typical residential) use. The availability of facilities to support the needs of day-to-day living within the private studios will likely be a determining factor of whether the proposal falls within a *sui generis* or C3 use. The nature of co-living schemes (i.e. day-to-day living is intended to be across the scheme as a whole rather than completely within the studios) indicates an intention to remove some elements of what would normally be expected to be found within a C3 dwelling house from within the self-contained studio and to provide these as communal facilities, which points towards more of a *sui generis* use. However, each case should be considered on its own merit (further advice on this is provided in Section 3. of this note.

DEFINITION

For the purposes of this technical guidance note Co-Living is defined as large scale purpose built and managed residential blocks, comprising private living units, with extensive communal facilities, under a single management company.

3. HOUSING MARKET CONTEXT IN LEEDS



- 3.1 Co-living is generally aimed at the 20 – 44 age group which in Leeds accounts for 37% of the city's population¹, one of the highest groups of working-age renters. The number of recorded private rented households is around 74,400 (22% of Leeds's households).
- 3.2 Leeds' household profile is weighted towards single and two-person households, accounting for 66% of overall total. The 2021 census data for the breakdown on house share data is not yet published however given the percentages weighted towards single and 2 person households there is potentially a market for this type of accommodation in Leeds.
- 3.3 Promoters of co-living state that the anticipated demand for co-living mainly arises from the recent graduate market, with student numbers expected to continue to rise, it follows that graduate numbers will also continue to rise and so there may be a particular demand from the graduate market.
- 3.4 There are estimated to be around 70,000 full time higher education students in Leeds. Unipol anticipate that student numbers could rise by 8,400 by 2025 and given Leeds' high graduate retention rate, it is likely to generate demand for additional shared housing, whether purpose built in co-living form or in another form.
- 3.5 There is an Article 4 Direction in place which restricts the uncontrolled growth of further HMOs in much of the city centre and inner area by suspending the Permitted Development Right to convert a C3 dwelling house to a C4 HMO without the need for planning permission. Some promoters of co-living have suggested this highlights a growing backlog of need for shared / intermediate accommodation in the city.
- 3.6 The Council doesn't have any evidence that co-living schemes would meet a particular housing need (as this was not considered as part of the 2017 Strategic Housing Market Assessment (SHMA) – co-living wasn't a well-known product at this point in time). To understand whether there is a need in Leeds, this would have to be captured as part of evidence base work so that this can be used to inform future plan-making exercises. However, it should be noted that whilst understanding whether there is a housing need for co-living will be an important consideration for policy-making, when a planning application is submitted, whether there is a specific need for that development or not is not a material consideration for the purposes of determining that application, so applications for co-living must be assessed and determined on their own merit.
- 3.7 The 2017 Leeds SHMA at Table 6.1 points to a continued market dwelling requirement for 1- and 2-bed housing and flats/apartments alongside an anticipated projected increase in the 15-29-year-old age group of 9.3% up to 2033. However, the City Centre appears to be performing well against the market aspirations for both 1 and 2 bed flats (Table 6.2) and market expectations (Table 6.3).²
- 3.8 In general terms, co-living proposals in the City Centre would be appropriate to the character of the city centre and would be consistent with other purpose-built student

¹ Leeds Observatory, Census 2021

² NB at time of writing LCC have commissioned a new SHMA. Once this is available, anticipated later in 2023, reference to the update will be needed.



accommodation generally supported in the City Centre (whether market sale or Build to Rent Schemes). However, through the Council's continued work to monitor and implement Core Strategy Policy H4 (Housing Mix) effectively, there has been a drive to improve the mix profile within the City Centre, with recent successes in securing the delivery of more 3-bed accommodation, contributing to meeting SHMA expectations for a mix of housing.

- 3.9 Co-living schemes outside of the city centre will be assessed on their merits and the character of the area. Generally co-living schemes tend to locate in locations that take advantage of high frequency public transport with easy access to employment hubs (usually town/city centres) and this alongside consideration of housing mix will be key considerations as to the appropriateness of co-living proposals outside of the city centre.



4. Applying Local Plan Policies

4.1 There is an expectation within the development plan that residential development will contribute to wider policy outcomes, such as green space, affordable housing and accessible housing, travel planning and accessibility. As co-living is considered to be a form of long-term residential accommodation (irrespective of a C3 or *sui generis* use), it is considered appropriate for this type of residential development to reflect wider policy objectives, as such existing Core Strategy and other development plan policies can be used to secure positive contributions towards strategic aims from co-living schemes.

4.2 The following policy objectives guide the assessment of co-living proposals. The policy objectives are not exhaustive (other development plan policies and other material considerations will be used to shape schemes as appropriate):

Quality of amenity within the accommodation

4.3 Notwithstanding the question of use class, the Council expect high quality development, particularly at prominent City Centre locations, as well as elsewhere. Schemes would need to ensure that residents have a good standard of amenity, in respect of private space and facilities, outlook, daylight, noise, security and communal space. Consideration should be given to how best to help ensure this through the planning process, and whether a conditioned management plan could help to address some of these issues.

Relevant policies:

- *Core Strategy CC1 (within the city centre),*
- *UDP BD5,*
- *UDP GP5*
- *Core Strategy P10*

Shared facilities

4.4 Consideration around the level of provision of certain shared day to day living facilities/functions is considered a key part to the successful design and quality of living for residents in proposed co-living schemes. Access and provision of shared day to day living facilities/functions have to be present and easily accessible in the overall accommodation as they can't be carried out in the private studios because they are too small.

4.5 These shared facilities could comprise shared kitchens and dining areas, lounges for socialising, laundry facilities, outside amenity/greenspace, home working areas, depending on availability of facilities within the private studios.

4.6 In assessing whether sufficient communal space has been provided the scale of development, number of occupants, level of provision within communal facilities e.g. number of ovens, fridges etc. and accessibility of provision i.e. location and spread of facilities across floors will be taken into account.

Kitchens





Tenants should have easy access to communal kitchen facilities that enable them to prepare meals. Communal kitchen provision should be sufficient that no tenant must travel between different floors to prepare their meal and no tenant should be unable to prepare their meal at times of relatively high demand.



Dining rooms & lounges

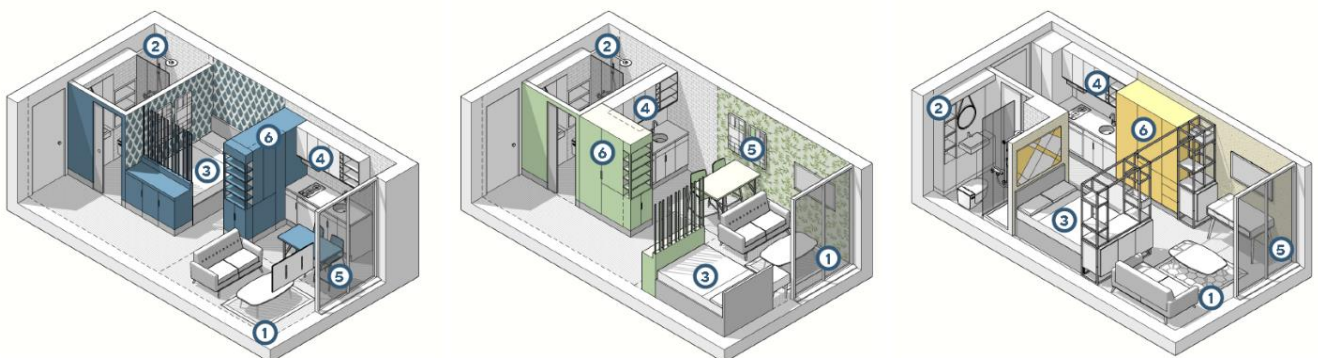
These larger facilities should facilitate social interaction and provide good residential quality.

Private space

4.7 The private studios would have to provide sufficient space for bathroom, sleeping facilities and general maneuvering space and private storage which meet the Nationally Described Space Standards technical guidance and/or any other living functions which are not shared.



Diagram 1: Example private space configurations



Example co-living room configurations

Key elements within each configuration: ① Living space ② En-suite ③ Double bed ④ Kitchenette ⑤ Desk / table ⑥ Storage

4.8 There is a strong inter-dependency between the individual rooms and larger shared facilities provided within the co-living model. Ensuring a positive relationship and accessibility between these spaces in co-living developments will be a key determinant of quality and residential amenity.

Space Standards

4.9 The Council’s approach is informed by the Nationally Described Space Standards³, which states that the minimum space requirement for a single person is 37sqm. Co-living private studios tend to be less than this. The Council will consider the quantum of communal space based on aggregating out the shortfall of the private studio size against the Nationally Described Space Standards. However, this approach will be kept under review. Key to the consideration is the location, distribution, amenity, and quality of these communal spaces.

³ Technical housing standards – nationally described space standard - GOV.UK (www.gov.uk)



Affordable Housing

4.10 Price points for co-living schemes typically sit at between £800 and £1200 for all-inclusive rent (based on London figures). Concerns are raised that an expansion of co-living in the city centre and other areas could lead to the loss of affordable housing provision/contributions. The Council have a clear expectation for major development (10 or more dwellings, or where the number of dwellings is not known, a site area of 0.5ha or more) to contribute towards affordable housing. It may be determined that the most appropriate approach for co-living schemes to contribute is a commuted sum in lieu of onsite provision.

Relevant policies:

- *Core Strategy H5*

4.11 The use of the benchmark rate for affordable rents for Build to Rent (BTR) developments is suggested as an appropriate approach, given that the management, operation and anticipated occupancy of co-living developments are very similar to that of BTR. This is based on local earning levels and applied as a price per sqm.

4.12 There may also be opportunities to explore local lettings options.

4.13 There will be a clear need to ensure that the units are tenure-blind in respect of quality, access to shared spaces and ability to use shared/communal facilities.

Greenspace Contribution

4.15 Outdoor amenity for residents is a key consideration. Co-living schemes tend to have outdoor amenity space such as roof terraces or gardens for the private use of residents which is not considered publicly accessible greenspace (Core Strategy para 5.5.18.2).

Relevant policies:

- *Core Strategy G4 (outside of city centre), G5 (within the city centre)**

4.16 In the City Centre the provision of greenspace is only a consideration on residential sites over 0.5ha in size (Policy G5). However, where it would be applicable for “typical” residential accommodation the Council will justify a financial contribution due to the nature of the accommodation and use the existing calculation methodology because the residents will be placing the same demands on green infrastructure.

4.17 For outside of the city centre, the Council will apply the existing G4 approach.



Travel Planning

- 4.18 The Council will take the approach for agreeing a travel plan and funding for developments in excess of 50 private studios.

Relevant policies:

- *Core Strategy T2*
- *Transport SPD (Part 4)*

Accessible housing

- 4.19 The Council should ensure that both the communal spaces and private studios have circulation space, entrances, level thresholds and other accessibility features as set out with in Part M of the Building Regulations. In accordance with Policy H10, a proportion of the private studios would need to meet both the M4(2) 'accessible and adaptable' and M4(3) 'wheelchair user' standards in line with our approach for residential development.

Relevant policies:

- *Core Strategy H10*

This note has highlighted the main policy considerations, but this is not exhaustive and other development plan policies will be used to shape schemes as appropriate.

This note must be read alongside the most up to date Leeds Local Plan.

Management

- 5.1 Co-living developments provide smaller self-contained private studios and tenants rely on well-managed communal facilities and services to meeting their day to day living needs. Therefore, to ensure consistent, transparent, high-quality and cost-effective services and management, it is important that these developments are retained under single management for the whole of their life. The following considerations are sought:
- a. That the health and wellbeing of individual tenants is considered in the approach to co-living so that the risk of isolation is minimised, and communities established.
 - b. The Co-living model tends towards a relatively high household density with a high frequency of residents moving in and out. A management plan is therefore important to ensure that acceptable levels of residential amenity are provided for tenants and neighbours.



- 5.2 The plan should include details of the following;
- i. Management including 24-hour contact details
 - ii. Controlled access through a lobby or communal area
 - iii. Refuse collection including recycling
 - iv. Procedures for addressing anti-social behaviour

Relevant policies:

- *UDP Saved Policy GP5 and Core Strategy P10 (iii), (iv) and (v)*

Tenancies

- 5.3 Unlike Built to Rent developments, which provide a longer-term housing option for renters, co-living is typically marketed to tenants as an in-between housing choice before finding a more permanent form of accommodation. To ensure that the product is providing housing, rather than being used as serviced holiday apartments or as a form of temporary hostel/hotel accommodation appropriate conditions which may include removal of PD rights may be imposed as both these alternative uses give rise to a different set of planning considerations.

Post occupancy surveys

- 5.4 Post occupancy surveys are encouraged to further the qualitative evidence of user experience and market demand.

Development Management

- 5.5 The Council has an obligation to properly consider and assess applications that are submitted. The approach set out in this note suggests a route forward for considering emerging co-living schemes in Leeds, which is to:
- i. treat each proposal on a scheme by scheme basis
 - ii. set out the policy aspirations and desired outcomes re. affordable housing, green space, space standards, quality etc. through discussion with applicants to ensure quality living conditions.
 - iii. recognise that this approach is a starting point which may change over time as the market develops and evidence re. function / quality comes to light.
- 5.6 The Council offers an advice service on proposals before submission of a planning application. This is not compulsory, but it will make submitting a proposal easier. The advice provided will provide a useful steer on proposals, leading to better quality developments and an increased chance of a quicker decision on the application.
- 5.7 All enquiries should be submitted on a planning pre-application advice enquiry form with the appropriate fee. If applicants require advice on multiple options for the site/development, separate enquiry forms and fees will be required.
- 5.8 More information and the relevant forms can be found on the Council's website:
<https://www.leeds.gov.uk/planning/planning-permission/pre-application-enquiry-service>



- 5.9 Planning applications should also be supported in the usual way by appropriate documentation, including, for example: Design and Access Statements, Noise and ventilation reports, Transport Assessments, Environmental Statements, Flood Risk Assessments and Drainage Strategies, Sustainability Assessments, waste/energy strategies and Energy Assessments.
- 5.10 Planning application(s) should be supported with evidence of comprehensive master planning which demonstrates how the application contributes to and delivers the key principles set out in this document.

v. March 2023